



# CHAIRMAN OF THE JOINT CHIEFS OF STAFF INSTRUCTION

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J-8

DISTRIBUTION: A, B, C, S

CJCSI 3170.01I  
23 January 2015

## JOINT CAPABILITIES INTEGRATION AND DEVELOPMENT SYSTEM (JCIDS)

References: See Enclosure B.

### 1. Purpose

- a. This instruction is not intended to stand alone. Readers are encouraged to become familiar with the Joint Requirements Oversight Council (JROC) Charter, reference a, before reviewing this instruction or the JCIDS Manual, reference b.
- b. In support of references a and c, this instruction establishes JCIDS as the process used by the JROC to fulfill its statutory responsibilities to the Chairman of the Joint Chiefs of Staff (CJCS), including but not limited to identifying, assessing, validating, and prioritizing joint military capability requirements. This instruction provides a broad framework for the detailed JCIDS process activities described in reference b.

2. Superseded/Cancellation. CJCS Instruction (CJCSI) 3170.01H, 10 January 2012, "Joint Capabilities Integration and Development System," is hereby superseded.

3. Applicability. This instruction applies to the Joint Staff, Services, Combatant Commands (CCMDs), and other Department of Defense (DoD) Components.

### 4. Policy

- a. The JCIDS process operates through the organizational structures defined in reference a, with participation and advice from other organizations that have equity in the review and validation of capability requirements.
- b. In the aggregate, the validated and prioritized capability requirements in the capability requirement portfolios, along with information about the materiel

and non-materiel solutions in work or already fielded to satisfy validated capability requirements, provide the basis for the requirements-related statutory responsibilities of the JROC and the Chairman.

c. In addition to supporting JROC and CJCS statutory responsibilities, outputs of the JCIDS process are used to facilitate doctrine, organization, training, materiel, leadership and education, personnel, facilities, and policy (DOTMLPF-P) changes. The outputs also provide validated capability requirements to drive the Defense Acquisition System (DAS) and to inform the Planning, Programming, Budgeting, and Execution (PPBE) processes detailed in references d through g.

d. The JCIDS process provides the baseline for documentation, review, and validation of capability requirements, at all classification levels, across the Department. When authorized independent validation authority, Services, CCMDs, and other DoD Components will use variations of the JCIDS process within their organizations to validate Service-, CCMD-, or Component-specific capability requirements. Unless otherwise authorized, capability requirement documents generated under other Service-, CCMD-, or Component-specific processes will be consistent with JCIDS document formats.

e. Once validated, regardless of validation authority and Joint Staffing Designator (JSD) assigned in accordance with reference b, Sponsors will upload final versions of capability requirement documents and their associated validation memorandums to the Knowledge Management/Decision Support (KM/DS) system, or alternative for higher classification documents, for archiving purposes and for visibility in the capability requirement portfolios. Any subsequent changes to capability requirement documents require similar submittal of the final version and associated validation memorandum.

f. Unless otherwise required to obtain validation through the JROC, the DoD Components listed below will, in the circumstances and conditions described, exercise independent validation authority:

(1) Except for U.S. Special Operations Command (USSOCOM) capability requirement documents, the Joint Capabilities Board (JCB) has validation authority for capability requirements when the Joint Staff Gatekeeper assigns a JSD of JCB Interest.

(2) The Services have validation authority for capability requirements unique to their organizations when the Joint Staff Gatekeeper assigns a JSD of Joint Integration or Joint Information. When assigned a JSD of Joint Integration, Services will ensure that Joint Staff certifications and endorsements, or waivers thereof, are obtained in accordance with reference b prior to validation. Services also have validation authority for DoD Component

urgent operational needs (UONs) unique to their organizations. DoD Components, in their own terminology, may use a different name for a UON. See references h through n for Service capability requirement validation processes.

(3) USSOCOM has validation authority for Special Operations-Peculiar (SO-P) capability requirements when the Joint Staff Gatekeeper assigns a JSD of JCB Interest, Joint Integration, or Joint Information. When assigned a JSD of JCB Interest or Joint Integration, USSOCOM will include representatives from Joint Staff certification/endorsement organizations outlined in reference b in USSOCOM certification/endorsement reviews. When assigned a JSD of JCB Interest, USSOCOM will invite DJ-8 or representative in SOCREB reviews and validation discussions. USSOCOM also has validation authority for SO-P UONs. See reference o for USSOCOM capability requirement validation processes.

(4) The Investment Review Board, in accordance with reference e, has validation authority for defense business systems (DBS) requirements when the Joint Staff Gatekeeper does not assign a JSD of JCB Interest or JROC Interest. Validation of capability requirements for, and acquisition of, DBS are conducted under processes and procedures for DBS outlined in reference e. Document formats used in accordance with reference e remain acceptable in cases where documents must be submitted to JCIDS for validation.

(5) The Intelligence Community (IC), in accordance with reference p, has validation authority for certain cases of shared funding for DoD/IC capability requirements:

(a) IC capability requirement documents will be developed, reviewed, and validated in accordance with the Intelligence Community Capability Requirements (ICCR) process outlined in reference q, when they involve or are anticipated to initiate programs funded primarily or wholly with National Intelligence Program (NIP) funding, and are:

1. Related to Major System Acquisitions, or
2. Programs designated by the Secretary of Defense or the Director of National Intelligence (DNI) to be of special interest.

(b) IC capability requirement documents will be developed, reviewed, and validated under the JCIDS process outlined in this instruction and in reference b when they involve or are anticipated to initiate programs funded primarily or wholly with Military Intelligence Program (MIP) funding, and are:

1. Related to Major Defense Acquisition Programs (MDAPs), or
2. Programs designated by the Secretary of Defense to be special interest, or
3. Documents the Joint Staff Gatekeeper has assigned a JSD of JROC Interest or JCB Interest.

(c) IC capability requirement documents with any level of shared NIP and MIP funding are subject to common JCIDS-ICCR Gatekeeping in accordance with references b and q. In cases with equal allocation of MIP and NIP funding, the common gatekeeping activities will determine the appropriate process and validation authority to be used.

(6) Because of shared DoD and National Nuclear Security Administration (NNSA) responsibility for nuclear weapons, capability requirements for nuclear weapons are not governed by the JCIDS process. Capability requirements, acquisition, and budgeting for nuclear weapons are managed by the Nuclear Weapons Council (NWC), in accordance with reference r. Capability requirements for related systems—delivery platforms, command and control, etc.—are governed by the JCIDS process in accordance with this instruction and reference b.

(7) Other DoD Components, without independent validation authority noted above and validation processes outlined in references h through o, may receive validated capability requirements via the JCB or JROC using the process outlined in this instruction and reference b.

(8) With the exception of majority NIP-funded IC capability requirements and requirements managed by the NWC, the JROC reserves the right to exert validation authority over any capability requirement by changing the JSD to JROC Interest or JCB Interest.

g. Processes and Associated Tools

(1) Enclosure A provides an overview of the JCIDS process and the interaction among JCIDS, DAS, PPBE, and other Departmental processes.

(2) Reference b provides specific procedures for the operation of JCIDS, the development and staffing of capability requirement documents, and the mandated Requirements Management Certification Training program for personnel participating in the JCIDS process. It also outlines streamlined documents and expedited staffing for JUONs and JEONs, as well as documentation visibility and archiving of validated DoD Component UONs.

(3) The KM/DS system is the authoritative system for processing, coordinating, tasking, and archiving capability requirement documents, validation memorandums, and related action items when classified at or below the level of SECRET. Reference s provides the uniform resource locator (URL) for the KM/DS system and reference t provides the URL for the associated Wiki site. Alternative means for accommodating higher classification levels or documents protected by Alternative Compensatory Control Measure (ACCM), Special Access Program (SAP), or Special Access Required (SAR) designation are outlined in Enclosure A of this instruction and reference b.

h. Applicability of Capability requirement Documents Developed Under Previous Versions of This Instruction

(1) Capability requirement documents that were validated under previous versions of this instruction, including Operational Requirements Document (ORD) updates and annexes, Initial Capabilities Documents (ICDs), DBS Problem Statements, Joint DOTMLPF-P Change Recommendations (DCRs), Capability Development Documents (CDDs), and Capability Production Documents (CPDs), remain valid and will be accepted to support development of capability solutions.

(2) As needs of the Joint Force evolve over time, the validation authority may require a Sponsor to bring a previously validated capability requirement document back through the process to review and reaffirm, modify, or rescind the previous validation.

(3) No additional changes or amendments will be made to previously validated ORDs or other legacy capability requirement documents unless minor changes are approved by the Gatekeeper and Lead Functional Capabilities Board (FCB). To facilitate significant amendments or changes, Sponsors shall transcribe content, and any previously validated changes or amendments, into the appropriate current document format for staffing and validation. Updates will incorporate, or justify the absence of, the mandatory Key Performance Parameters (KPPs) in accordance with reference b.

i. Requests for exceptions or variances to this instruction or reference b must be directed to the Joint Staff Gatekeeper.

(1) The Joint Staff Gatekeeper will work in coordination with the document Sponsor and the appropriate FCB to ensure any exceptions or variances meet the needs of the validation authority while allowing for appropriate flexibility in the capability requirements process.

(2) Waivers granted by the Joint Staff Gatekeeper shall be documented in memo format, and attached to associated documents in the KM/DS system to provide traceability in future staffing and validation activities.

5. Definitions. See Glossary.

6. Responsibilities. See reference a.

7. Summary of Major Changes

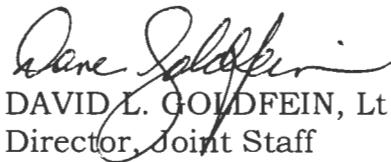
- a. Changes the focus of the previous prioritization section to one of capability requirement portfolio management and activities related to it.
- b. Introduces the Capability-Mission Lattice (CML) as a construct to facilitate the integration of the many factors that must be considered in the identification, assessment, and validation of capability requirements and associated capability gaps.
- c. Clarifies exclusion of nuclear weapons, but not their associated delivery systems, from JCIDS.
- d. Clarifies USSOCOM certification/endorsement and independent validation authorities.
- e. Clarifies a validation authority's ability to reassess, modify, or rescind previous validations.
- f. Emphasizes close collaboration with the acquisition community during refinement of capability requirements for ongoing acquisition programs.
- g. Moves detailed content on post-Analysis of Alternatives (AoA) reviews to the JCIDS Manual.
- h. Deletes reference to the Capabilities Development Tracking and Management tool due to its retirement.

8. Releasability. UNRESTRICTED. This instruction is approved for public release; distribution is unlimited on NIPRNET. DoD Components (including the Combatant Commands), other Federal Agencies, and the public may obtain copies of this instruction through the Internet from the CJCS Directives Electronic Library at <[http://www.dtic.mil/cjcs\\_directives](http://www.dtic.mil/cjcs_directives)>. Joint Staff activities may also obtain access via the SIPRNET directives Electronic Library Web sites.

CJCSI 3170.01I  
23 January 2015

9. Effective Date. This INSTRUCTION is effective upon receipt.

For the Chairman of the Joint Chiefs of Staff:



DAVID L. GOLDFEIN, Lt Gen, USAF  
Director, Joint Staff

Enclosures:

- A—Joint Capabilities Integration and Development System
- B—References
- GL—Glossary

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ENCLOSURE A

JOINT CAPABILITIES INTEGRATION AND DEVELOPMENT SYSTEM

1. Purpose

a. Capability Requirement Portfolio Management. The most critical aspect of the JCIDS process is to allow the JROC and its subordinate boards, as informed by other stakeholders in the requirements process, to manage and prioritize capability requirements within and across capability requirement portfolios of the Joint Force, to inform other assessments within the Joint Staff, and to allow the JROC and CJCS to meet statutory responsibilities outlined in reference a.

b. Review and Validation of Capability Requirement Documents. The most visible aspect of the JCIDS process is the review and validation of deliberate and urgent/emergent capability requirement documents, including staffing, review, and validation, enabling tradeoffs and prioritization within or between capability requirement portfolios.

(1) Close collaboration between requirements and acquisition communities is a key aspect of ensuring that knowledge gained early in the acquisition process is leveraged to enable the setting of achievable risk-informed capability requirements, and the making of effective cost, performance, schedule, and quantity trade-offs.

(a) Validated initial capability requirement documents drive the early part of the acquisition process, which then informs updates to capability requirement documents related to specific materiel and non-materiel capability solutions to be pursued.

(b) The subsequent validated capability requirement documents then drive the development, procurement, and fielding of materiel and non-materiel solutions that satisfy the validated capability requirements and close or mitigate associated capability gaps.

(2) For validation of capability requirement documents, JCIDS operates in an iterative manner outlined in Figure A-1 and detailed in reference b. The JCIDS process is also tailorable in many ways to facilitate timely fielding of capability solutions to meet validated capability requirements, as detailed in reference b.

JCID Overview

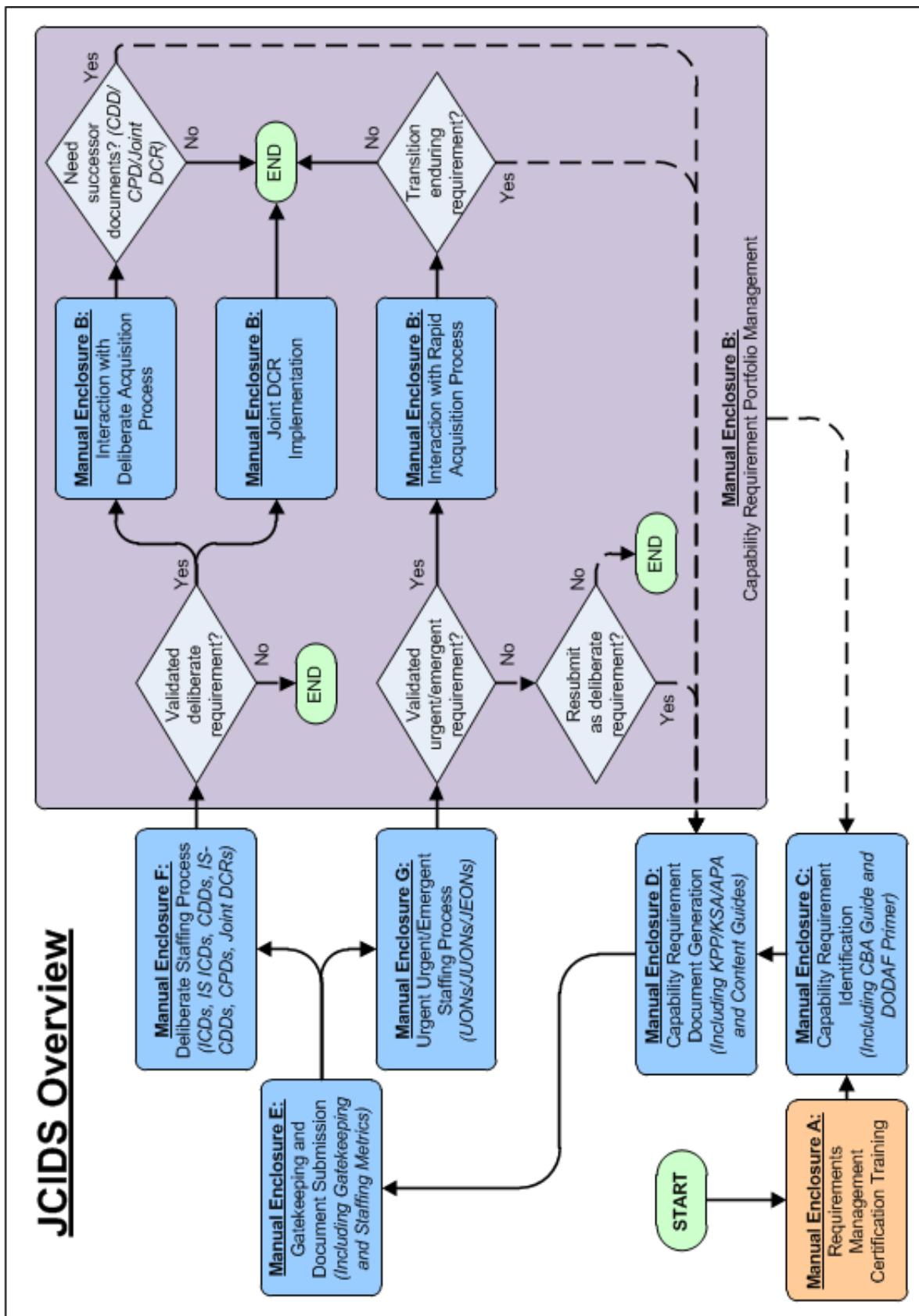


Figure A-1. Overview of JCIDS Process and JCIDS Manual Enclosures

## 2. Capability Requirement Document Overview

### a. Capability Requirement Identification

(1) Prior to entering the JCIDS process for validation of a new or updated capability requirement, the Services, CCMDs, and other DoD Components conduct Capabilities-Based Assessments (CBAs) or other studies to assess capability requirements and associated capability gaps and risks. Lessons learned, as identified as part of the Joint Lessons Learned Program outlined in reference u, may also serve to identify capability requirements and associated capability gaps. In the case of urgent or emergent operational needs, the scope of the assessment may be reduced to an appropriate level to determine the capability requirements in a timely manner.

(2) Regardless of the type of assessment, the assessments are informed by high-level strategy and guidance in documents such as, but not limited to, the National Security Strategy, National Defense Strategy, National Military Strategy (NMS), Quadrennial Defense Review, Guidance for the Employment of the Force, Defense Planning Guidance (DPG), and the Joint Strategic Capabilities Plan (JSCP).

(3) Capability requirements must be traceable to an organization's roles and missions, Service and joint concepts, and, to the greatest extent possible, described in terms of tasks, standards, and conditions in accordance with references v and w. Associated capability gaps must be assessed relative to capabilities fielded or in development across the Joint Force, and not just those organic to an organization.

(4) Any number of constructs may be used to facilitate the integration of the many factors that must be considered in the identification, assessment, and validation of capability requirements and associated capability gaps. The CML shown in Figure A-2 is one such construct, and is expanded upon in reference b.

(5) In accordance with reference b, results of CBAs and other studies, as well as assessments of operational utility, and other documents intended to justify the generation of capability requirement documents, are provided to the Joint Staff Gatekeeper, or Joint Staff J-8, Special Access Program Coordinator (J-8/SAPCOORD), if applicable, for reference purposes.

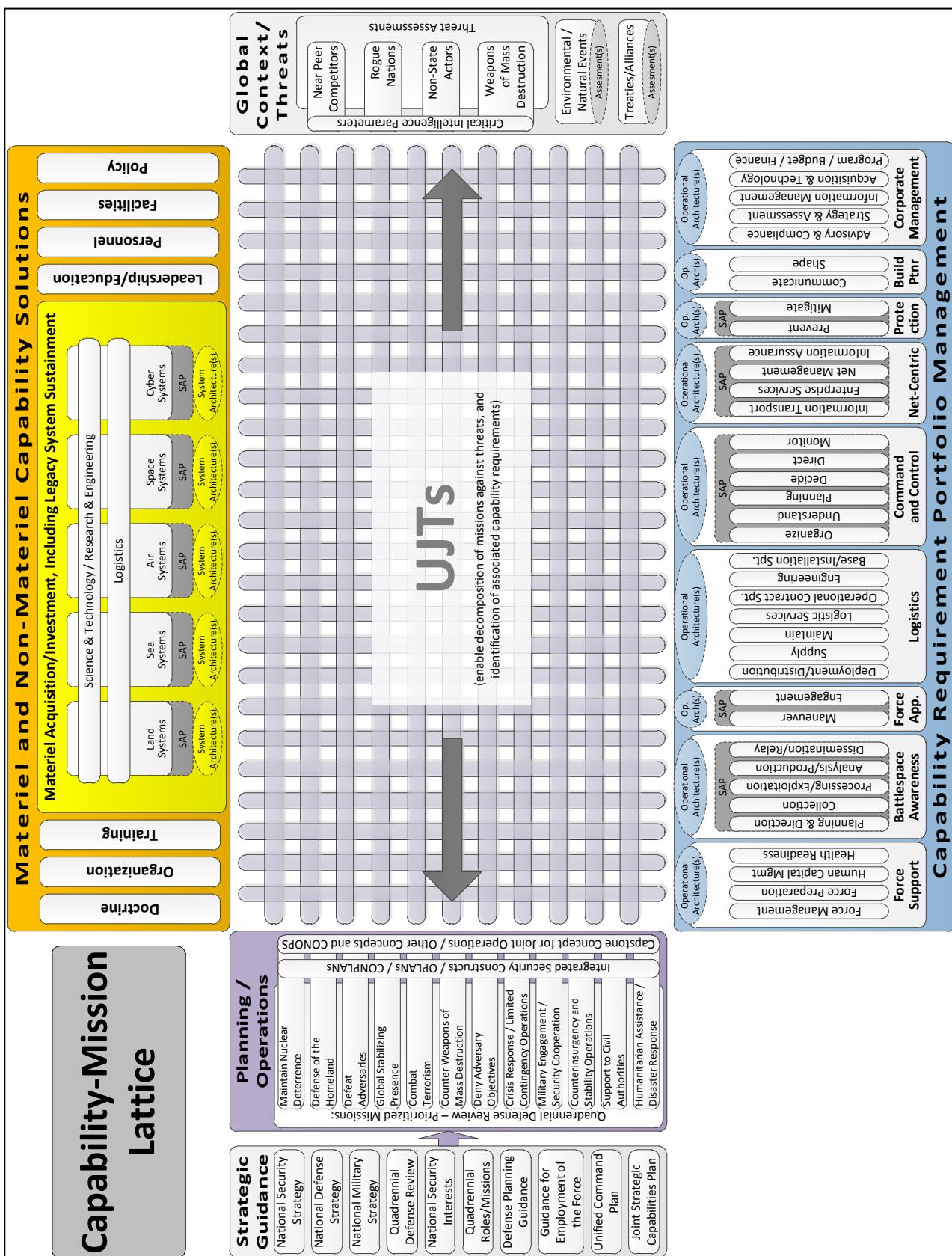


Figure A-2. Capability-Mission Lattice

b. Capability Requirement Document Generation

(1) Identification of capability requirements with significant capability gaps typically leads to an ICD that can then drive development of capability solutions that are materiel, non-materiel, or a combination of both.

(a) UONs typically lead to a joint urgent operational need (JUON) or DoD Component UON document. Emergent operational needs typically lead to a joint emergent operational need (JEON) or DoD Component UON document.

(b) New capability requirement documents should not be developed for capability solutions that may be sourced through Global Force Management or Service supply processes.

(2) Both materiel and non-materiel approaches are usually derived from a validated ICD, JUON, JEON, or DoD Component UON after more detailed analysis of potential approaches and alternative capability solutions.

(a) CDDs and CPDs represent capability requirement documents tailored toward a particular materiel approach for a capability solution.

(b) Joint DCRs represent capability requirement documents tailored toward a particular non-materiel approach for a capability solution where coordination is required between more than one DoD Component, including capability requirements being satisfied by service contracting in accordance with reference x. Use of DCRs in cases where coordination between Components is not required is at the discretion of the Services, CCMDs, and other DoD Components.

(3) In certain cases, Joint DCRs, CDDs, and CPDs are generated directly from studies or other analyses, or lessons learned, without a related ICD, JUON, JEON, or DoD Component UON. Details of these variances are in reference b.

c. Document Staffing and Validation

(1) The staffing process ensures stakeholders are afforded visibility into proposed new capability requirements, or changes to previously validated capability requirements. This visibility enables Sponsors to benefit from stakeholder inputs as they refine their capability requirement documents, ensuring that new or altered capability requirements are compatible with, and collectively provide the best value to, the Joint Force. It also enables validation authorities to shape and validate capability requirements to best serve the needs of the Joint Force.

- (a) For capability requirement documents classified at or below the level of SECRET, and not protected by ACCM or SAP/SAR designation, Sponsors submit capability requirement documents via the KM/DS system at the URL in reference s.
- (b) For capability requirement documents classified above the level of SECRET, and not protected by ACCM or SAP/SAR designation, Sponsors enter placeholder records in the KM/DS system and then provide the capability requirement documents to the Joint Staff Gatekeeper via the Joint Worldwide Intelligence Communications System or hard copy.
- (c) For capability requirement documents protected by SAP/SAR designation, Sponsors or the J-8/SAPCOORD enter a placeholder record in the KM/DS system only when the presence of the SAP/SAR can be disclosed at or below the classification level of SECRET. Capability requirement documents are provided through the Sponsor Special Access Program Control Office (SAPCO) to the J-8/SAPCOORD who will coordinate with the Joint Staff Gatekeeper for review by appropriately cleared individuals.
- (d) For capability requirement documents protected by ACCM designation, Sponsors enter a placeholder record in the KM/DS system only when the presence of the ACCM can be disclosed at or below the classification level of SECRET. Sponsors coordinate with the Joint Staff Gatekeeper to ensure appropriate personnel are accessed to the ACCM for the review, and that documents can be handled in accordance with the ACCM protections.

(2) Staffing of ICDs, CDDs, CPDs, and Joint DCRs

- (a) Staffing and validation of each ICD, CDD, CPD, and Joint DCR is tailored to the nature of the capability requirement document, as indicated by the JSD assigned by the Joint Staff Gatekeeper.
- (b) Depending upon the type of document and the JSD assigned by the Joint Staff Gatekeeper, the Joint Staff or the Sponsor will be responsible for applicable certifications and endorsements prior to validation. See Enclosure C of reference b for applicability of certifications and endorsements.
- (c) Validation of capability requirement documents does not expire unless withdrawn by the validation authority or requirement sponsor, and as long as the strategic guidance, operational plans, Service and joint concepts, Concept of Operations (CONOPS), and other guidance justifying the validation of the original capability requirements are still valid.

(3) Staffing of JUONs, JEONs, and DoD Component UONs

(a) Staffing and validation of JUON, JEON, and DoD Component UON documents are handled through expedited review processes in order to minimize delay and allow rapid fielding of capability solutions.

1. JUONs are staffed in accordance with reference b and validated by the Joint Staff J-8 Deputy Director for Requirements (J-8/DDR).

2. JEONs are staffed in accordance with reference b and validated by the JCB or JROC.

3. DoD Component UONs are staffed in accordance with references h through o and validated by the appropriate DoD Component validation authority.

(b) Unless withdrawn earlier by the validation authority or requirement Sponsor, or supported by an assessment of operational utility for transition to enduring capability requirements or limited duration sustainment, validated JUONs and JEONs require review by the validation authority 2 years after the validation date. This ensures that the urgent capability requirements remain valid, or facilitates transition to the deliberate acquisition processes if appropriate. A similar review process for validated DoD Component UONs is encouraged at the discretion of the DoD Component validation authority.

(4) In cases where a capability requirement document is validated by an organization with independent validation authority, the validation authority will ensure that all validated documents and associated validation memorandums are provided to the Joint Staff Gatekeeper, or J-8/SAPCOORD if applicable. Any subsequent changes to the document must be similarly uploaded along with the validation memorandum for the altered document. This is for archiving and visibility into the capability requirement portfolios and does not imply joint staffing and validation unless otherwise required.

(5) The best measure of success for the staffing process is when the FCB Chairs, certifying and endorsing organizations, and other stakeholders have a clear understanding of how a new or modified capability requirement represents the best tradeoff in performance, cost, schedule, and quantity to minimize unnecessary redundancy and meet the needs of the Joint Force. Timely review and validation of capability requirements is an important goal, but not at the expense of decision-making quality.

(6) Details of JCIDS staffing variations, JSDs, and validation authorities are in reference b. Details of the DoD Component staffing processes are in references h through o.

### 3. Capability Requirement Portfolio Management

a. Overview. The key objective of the JCIDS process is to facilitate the JROC and its subordinate boards, as informed by other stakeholders in the capability requirements process, to manage and prioritize capability requirements within and across the capability requirement portfolios. The purpose is to inform other assessments within the Joint Staff and to allow the JROC and CJCS to meet its statutory responsibilities outlined in reference a. See reference b for additional details on capability requirement portfolio management.

(1) Portfolio Definition. Capability requirement portfolios are aligned with Joint Capability Areas (JCAs), defined in reference y, as an organizing construct. This provides the FCBs with capability requirement portfolios of similar DoD capabilities, across all organizations and at all classification levels, functionally grouped to support capability analysis, strategy development, investment decisions, capability requirement portfolio management, and capabilities-based force development and operational planning.

(a) Capability requirement portfolios include capability requirements approved by the JCB or JROC as well as those approved by independent validation authorities. They also include urgent and emergent capability requirements in addition to those validated under the deliberate process.

(b) Knowledge of validated capability requirements within a capability requirement portfolio is only the first step in managing and prioritizing the capability requirement portfolio. Stakeholders must understand the dependencies within and across capability requirement portfolios, as well as the relationships between materiel and non-materiel capability solutions.

(c) Knowledge of past requirements, acquisition, and budgetary decisions and rationale is also critical for making informed decisions on validation of new capability requirements or conducting periodic assessments of the capability requirement portfolios.

(d) Reassessment of the capability requirement portfolio, including potential changes to previous validation decisions to better close or mitigate capability gaps, may be necessary to adapt to changing global context, threats, or strategic guidance. Decisions must be made with awareness of how more recent context differs from that informing the original decisions.

(2) Traceability of Capability Requirements. The capability requirement portfolios managed under the JCIDS process inform and are informed by other processes and activities across the department as shown in Figure A-3.

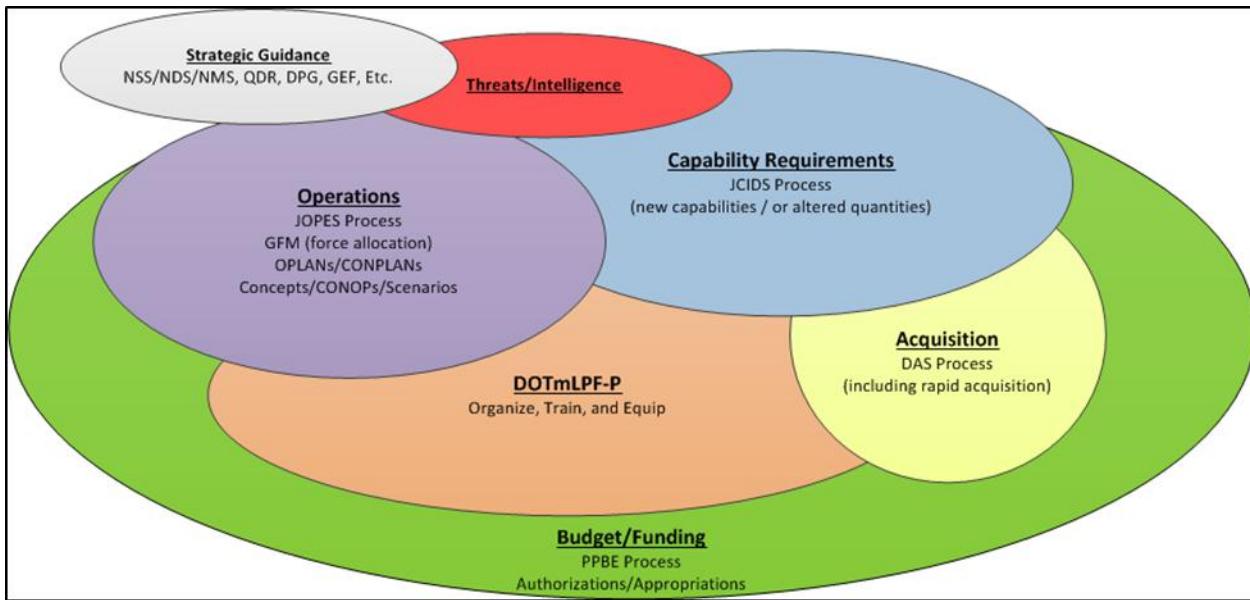


Figure A-3. Process Interactions

- (a) Of the interacting processes and activities, requirements (JCIDS), acquisition (DAS), and resources (PPBE) are the most tightly interactive and must work in concert to ensure consistent decision making while delivering timely and cost effective capability solutions to the Warfighters. JCIDS is documented in this instruction and in references a and b; DAS is documented in references d and e; and PPBE is documented in references f and g.
- (b) Together, the three processes provide a means to determine, validate, and prioritize capability requirements and associated capability gaps and risks, and then fund, develop, field, and sustain non-materiel and materiel capability solutions for the Warfighter in a timely manner.
- (c) In order to support robust decision making and reduce the likelihood of conflicting recommendations, these three processes must also have consistent alignment with the other related processes shown in Figure A-3.

b. Executing Capability Requirement Portfolio Management. Fundamentally, FCB Chairs and other stakeholders must be advocates for changes to the capability requirement portfolio that are in the best interest of the Joint Force and must not necessarily advocate for every capability requirement proposed by Sponsors. They must ensure that enterprise architecture products are updated to reflect how new or modified capability requirements, and associated materiel and non-materiel capability solutions, impact their capability requirement portfolios without introducing unnecessary redundancy in capability or capacity. To facilitate capability requirement

portfolio management, a number of periodic and event-driven reviews may be applicable to each capability requirement portfolio.

(1) Periodic Reviews

(a) Capability Gap Assessment (CGA). The CGA is part of the JCIDS process and is a deliberate assessment of the Future Years Defense Program, evaluating alignment of DoD resource investments and other efforts with Warfighter needs, joint concepts, and strategic guidance.

1. The initiation of the CGA is aligned with the annual submittal of CCMD Integrated Priority Lists (IPLs), which represent prioritized issues (capability gaps associated with validated or proposed capability requirements) that limit CCMD ability to successfully achieve assigned roles, functions, and missions. The IPLs are the official submissions of these prioritized capability gaps to the Joint Staff for review under the CGA process.

2. The CGA process, detailed in reference b, reviews CCMD IPLs, and other issues and perspectives from the Services and other DoD Components, relative to fielded materiel and non-materiel capability solutions, and development efforts that may already be underway to address the capability gaps. This list of capability gaps is compared to the greatest risk drivers and events as articulated in the Chairman's Risk Assessment (CRA). FCBs categorize the capability gaps by risk and adequacy of ongoing efforts, and recommend risk mitigation if warranted.

3. As a result of the CGA, the JROC may recommend solutions or mitigations for any new or modified capability requirements and associated capability gaps. The JROC is the final decision authority in the CGA process and ensures that the timing of the output is sufficient to influence the Program/Budget Review (PBR).

4. Unless otherwise specified in the CGA Joint Requirements Oversight Council Memorandum (JROCM), new or modified capability requirements and their associated capability gaps identified during the CGA require normal capability requirement documentation and validation through the JCIDS process.

(b) Munitions Requirements Process (MRP). The MRP is an annual review coordinated by the Under Secretary of Defense for Acquisition, Technology, and Logistics (USD(AT&L)) of near-year and out-year total munitions requirements, in accordance with reference z, identifying total munition inventories required to enable execution of CCMD assigned missions. Analysis conducted as a part of MRP is a key enabler to the Force Application FCB management of the munitions portfolio and supporting capability requirement decision making.

(c) Program/Budget Review (PBR). The PBR is an annual review coordinated by the Office of the Under Secretary of Defense (Comptroller) (OUSD(C)) and the Office of the Secretary of Defense (OSD) Cost Assessment and Program Evaluation (CAPE) to facilitate consolidation of program objective memorandums (POMs) and Budget Estimate Submissions (BES) from the Services and other DoD Components, and adjudication of any outstanding issues before presenting the overall DoD POM/BES input to the President's budget submission. The PBR provides a key opportunity to ensure that budgetary decisions are fully informed by the priorities of the validated capability requirements of the Joint Force. Representatives from the FCBs participate in PBR to provide OUSD(C) and CAPE with representation from the Warfighter capability requirement perspective. Ongoing capability requirement portfolio management and prioritization, as well as the output of the most recent CGA and MRP, provide essential context to discussions during PBR.

(d) Other Capability Requirement Portfolio Assessments. The FCB Chairs also have responsibility for monitoring ongoing activities impacting their capability requirement portfolios, such as progress of AoAs and other acquisition activities, implementation of Joint DCRs, progress in satisfying JUONs, JEONs, and DoD Component UONs, etc. The FCB Chairs may have the need to assess their capability requirement portfolios at other times throughout the year to support VCJCS or other senior leader decision making, or to obtain a baseline assessment of their capability requirement portfolio ahead of one of the annual activities such as CGA, PBR, or MRP.

(e) Interactions With the Joint Strategic Planning System (JSPS). Management and prioritization of the capability requirement portfolios can provide robust support to, as well as be impacted by, activities of the JSPS outlined in reference aa.

1. Comprehensive Joint Assessment. This annual survey is used in part as the means by which the CCMDs provide their IPL inputs to initiate the annual CGA conducted as part of the JCIDS process.

2. Joint Intelligence Estimate (JIE), Joint Strategic Assessment (JSA), and Joint Strategy Review (JSR) Report. The JIE, JSA, and JSR report provides important context for the evaluation of capability requirement portfolios.

3. Joint Concept Development (JCD). JCD considers CJA and other inputs to assess progress in the implementation of approved joint concepts. These joint concepts provide a basis for Sponsors to develop implementation plans, identifying new or modified capability requirements for consideration in the JCIDS process. Details of JCD activities are in reference bb.

4. Joint Logistics Estimate (JLE). The JLE evaluates how well the Joint Force can project, support, and sustain itself in the near-, mid-, and long-term, in support of the full range and number of missions called for in the NMS and JSCP. It should be informed by the capability requirement portfolio managed by the Logistics FCB, and may also identify new capability requirements and associated gaps for submittal into the JCIDS process.

5. Joint Personnel Estimate (JPE). The JPE evaluates how well the Joint Force develops and employs human capital over time, in support of the full range and number of missions called for in the NMS and JSCP. It should be informed by all stakeholders in personnel issues in DOTMLPF-P across all capability requirement portfolios, and may identify issues that impact the ability to fully implement and sustain capabilities in the capability requirement portfolios.

6. CRA. The CRA is the CJCS's assessment of the nature and magnitude of strategic and military risk in executing the missions called for in the NMS. It may include recommendations for mitigating risk, including changes to strategy, development of new Service and joint concepts, evolving capability solutions, increases in capacity, or adjustments in force posture or employment.

a. The CRA informs the review and validation of capability requirements in the capability requirement portfolios during normal staffing activities as well as the CGA, PBR, and other periodic reviews.

b. The CRA should also be informed by the priorities of validated capability requirements in the capability requirement portfolios, as well as the acquisition activities underway to satisfy the capability requirements and improving capabilities and reducing risk in conducting the missions called for in the NMS.

7. Operational Availability (OA) Studies. OA study findings provide insights to draw inferences and establish linkages between current operations and the future. They may also identify capacity issues related to capabilities in the capability requirement portfolios, informing decision making related to quantities of systems required to support the full range and number of missions called for in the NMS and JSCP.

8. Joint Combat Capability Assessment (JCCA). The JCCA is the near-term analysis of readiness and ability to execute required priority plans, and informs Global Force Management (GFM) sourcing decisions and CJCS risk assessments in accordance with reference cc. In cases where GFM cannot source the required capabilities and resulting risks are unacceptable,

the JCCA may serve as the basis for quantity adjustments or new capability requirements being introduced into the JCIDS process.

9. Chairman's Readiness System (CRS). The CRS provides a common framework for conducting commanders' readiness assessments and enables leadership to gain greater visibility on readiness issues across the CCMDs, Services, and Combat Support Agencies (CSAs) in accordance with reference dd. The CRS is also supplemented by CSA Review Team assessments performed in accordance with reference ee.

10. GFM. The GFM process provides near-term sourcing solutions while providing the integrating mechanism among force apportionment, allocation, and assignment in accordance with references ff and gg. See also the reference to the JCCA earlier in this section.

11. Chairman's Program Recommendation (CPR). The CPR provides the CJCS's personal recommendations to the Secretary of Defense. It informs the DPG and influences resource decisions and development of the President's Budget.

a. The CPR articulates issues the CJCS deems important enough for the Secretary to consider when identifying DoD strategic priorities in the DPG. The CPR is informed by the annual CGA activities executed under the JCIDS process, and the assessment and prioritization of the capability requirement portfolios.

b. FCBs help develop the CPR by identifying and articulating candidate issues, conducting supporting research, and developing assessments of the candidate issues.

12. Chairman's Program Assessment (CPA). The CPA provides the CJCS's personal assessment to the Secretary of Defense on the adequacy of each DoD Component POM submitted in the most recent cycle and may be considered in refining the Defense program and budget.

a. The Chairman's assessment addresses risk associated with the programmed allocation of Department resources and evaluates the conformance of POMs to the priorities established in strategic plans and CCMD priorities for capability requirements. The CPA also assesses the recommendations and execution of those issues highlighted in the CPR.

b. FCBs help to develop the CPA by identifying and articulating candidate issues, conducting supporting research, and developing assessments of the candidate issues.

13. NMS. The purpose of the NMS is to prioritize and focus military efforts while conveying the Chairman's advice with regard to the security environment and the necessary military actions to protect vital national interests. The NMS provides military ends, ways, and means that inform development of the GEF and the development of Joint Force capabilities. As such, it serves as a key piece of strategic guidance when assessing and prioritizing the capability requirement portfolios.

14. JSCP. The JSCP provides guidance to accomplish tasks and missions based upon near-term military capabilities, and implements campaign, campaign support, contingency, and posture planning guidance reflected in the GEF. Assessment and prioritization of the capability requirement portfolios should align with the guidance and assumptions of the JSCP. The planning efforts executed under the JSCP may lead to identification of new or modified capability requirements, which may then be documented and submitted to JCIDS for review and validation.

(2) Implementing Joint DCRs. Non-materiel capability solution activities, in the form of DOTMLPF-P analysis and Joint DCR validation and implementation, are covered under this part of the JCIDS process. Details are in reference b.

(3) JCIDS Process Interaction With DAS. USD(AT&L) manages DAS as the primary process for transforming validated capability requirements into materiel capability solutions. Capability requirement documents provide the critical link between validated capability requirements and the acquisition of materiel capability solutions through the five major DAS phases shown in Figure A-4: Materiel Solution Analysis (MSA), Technology Maturation and Risk Reduction (TMRR), Engineering & Manufacturing Development (EMD), Production & Deployment (P&D), and Operations & Support (O&S). Acquisition efforts in all phases inform further refinement of capability requirements for proposal to the appropriate validation authority, and the generation of additional/refined capability requirement documents that will re-enter the JCIDS process for staffing and validation. Details of interaction between the JCIDS and DAS processes are in references b, d, and e.

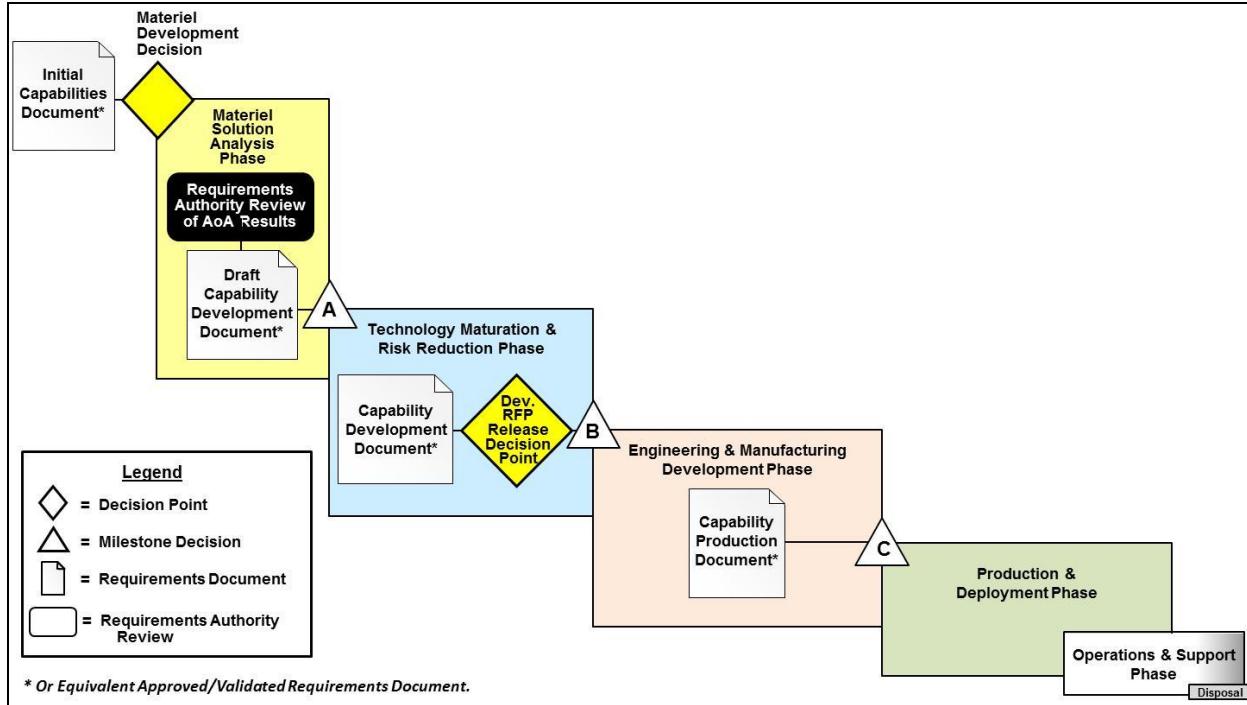


Figure A-4. JCIDS and DAS Process Interactions (Deliberate Process)

(a) ICD Validation. Prior to validation, the draft ICD provides the validation authority and other stakeholders the opportunity to assess how the identified capability requirements and associated capability gaps impact the capability requirement portfolios. The validated ICD is a critical entry criterion for the MDD, and guides the Sponsor MSA phase activities and assessment of potential materiel solutions through an AoA or other studies. It also identifies associated DOTMLPF-P changes and guides development of other acquisition materials required for the milestone (MS) A review.

(b) Post-AoA Review. Following Sponsor completion of the AoA, the post-AoA review provides the validation authority and other stakeholders the opportunity to assess how the different alternatives address the validated capability requirements and associated capability gaps, and at what life cycle costs. The post-AoA review shall be completed in sufficient time to permit Sponsor preparation of a draft CDD or similar documentation prior to MS A, not submitted to the Gatekeeper for staffing and validation at that time, to inform the development of the request for proposals in support of the TMRR Phase.

1. The post-AoA review considers all alternatives for not only highest performance in meeting validated capability requirements, but for cost-effectiveness and associated risk in meeting incrementally fewer or lesser requirements—determining the “knee in the curve” of diminishing return on investment with acceptable risk.

2. The post-AoA review is not a validation of the AoA results, but rather informs the validation authority's advice to the Milestone Decision Authority (MDA) on the AoA results, recommended alternative(s), and proposed KPPs, Key System Attributes (KSAs), and Additional Performance Attributes (APAs). The validation authority may recommend alternative(s) different from those recommended by the sponsor when such a recommendation would better serve the management and prioritization of the capability requirement portfolio.

(c) CDD Validation. Prior to validation, the draft CDD provides the validation authority and other stakeholders the opportunity to assess how the proposed capability solution and its associated development KPPs, KSAs, and APAs address the validated capability requirements and close or mitigate associated capability gaps. The validated CDD is a critical entry criterion for the development RFP release and MS B decision points and guides the Sponsor EMD phase activities. The validated CDD is a key factor in the MDA decision to initiate a program at MS B. In cases where MS B is not required, but an EMD phase will be conducted, the CDD shall be validated before the release of the RFP for the EMD phase or the beginning of the EMD phase, whichever comes first.

1. The development KPPs, KSAs, and APAs set in the CDD do not necessarily need to be a 100 percent match to the capability requirements validated in the ICD, although the validation authority and other stakeholders will assess the operational risk and impact to the capability requirement portfolios of any proposed deviations from the previously validated values.

2. Proposing adjusted development KPPs, KSAs, and APAs from the validated capability requirements in the ICD is a key aspect of incorporating knowledge gained during the MSA and TMRR acquisition phases and ensuring that appropriate tradeoffs are being made among life cycle cost, schedule, performance, and procurement quantities to manage and prioritize the capability requirement portfolios.

(d) CPD Validation. Prior to validation, the draft CPD provides the validation authority and other stakeholders the opportunity to assess how the capability solution, and its associated production KPPs, KSAs, and APAs, address the validated capability requirements and close or mitigate associated capability gaps. The validated CPD is a critical entry criterion for the MS C and guides the Sponsor P&D phase activities. The validated CPD is a key factor in the MDA decision to initiate production of the capability solution at MS C. The CPD (or CDD in lieu of CPD) shall be validated before the release of the RFP for the P&D phase or the beginning of the P&D phase, whichever comes first.

1. The production KPPs, KSAs, and APAs set in the CPD do not necessarily need to be a 100 percent match to the development KPPs, KSAs, and APAs validated in the CDD, although the validation authority and other

stakeholders will assess the operational risk and impact to the capability requirement portfolios of any proposed deviations from the previously validated values.

2. Proposing adjusted production KPPs, KSAs, and APAs from the validated development KPPs, KSAs, and APAs is a key aspect of incorporating knowledge gained during the EMD acquisition phases and ensuring that appropriate trade-offs are being made among life cycle cost, schedule, performance, and procurement quantities to manage and prioritize the capability requirement portfolios.

(e) Validation of JUONs, JEONs, and DoD Component UONs.  
Additional guidance for fulfillment of materiel capability solutions initiated through a validated JUON, JEON, or DoD Component UON is contained in reference hh. These solutions do not require a CDD or CPD during rapid acquisition unless:

1. The capability solution meets the threshold for an MDAP or Major Automated Information System (MAIS) program or is designated as an Acquisition Category (ACAT) 1D or ACAT 1AM with CDD and/or CPD required by the Defense Acquisition Executive (DAE).

2. Enduring capability requirements for rapidly fielded capability solutions may require a CDD and/or CPD to support transition and follow-on development and sustainment efforts.

(f) Event-Driven Reviews

1. Changes to Validated Capability Requirement Documents.  
Significant changes to validated capability requirements between MS decisions, or after fielding of the capability solution, may be needed to support altered or enhanced capabilities initiated through engineering change proposals, major modifications, service life extension programs, etc. Changes to validated KPPs require either a modification and revalidation of the original CDD or CPD, or initiation of a new CDD or CPD for the “upgrade” program. The validation authority will coordinate with the MDA to ensure the appropriate level of oversight is applied consistently between the JCIDS and DAS processes.

2. JROC/JCB Tripwire Reviews

a. The JROC/JCB Tripwire review is part of the JCIDS process, established in accordance with reference ii, to review JROC and JCB Interest programs that deviate from cost, schedule, or quantity targets established at the time of validation. The JROC/JCB Tripwire review applies to CDDs or CPDs, as well as information systems ICDs. Detail of JROC/JCB Tripwire review procedures are in reference b.

b. The lead FCB will work with the sponsor to assess whether an adjustment to validated KPPs is appropriate to mitigate the changes to cost, schedule, or quantity, at reasonable operational risk, while still providing a meaningful capability solution for the Warfighter.

c. JROC/JCB Tripwire reviews do not preclude a validation authority from, at any time, requiring a review of previously validated requirements or programs by directly communicating with the applicable sponsor, outlining the scope of the review, timeline, and other details.

### 3. Critical Intelligence Parameter (CIP) Breach Review

a. A CIP breach review is a collaborative assessment by a risk mitigation team comprised of program office, capability Sponsor, capability developer, FCB representatives, and other applicable stakeholders.

b. The CIP breach review assesses the impact of changes to adversary capabilities related to the CIP—specific quantity, type, system capabilities, and technical characteristics or performance threshold of a particular foreign capability such as radar cross-section, armor type or thickness, or acoustic characteristics—and determines if the breach compromises mission effectiveness of current or future capability solution(s). Detail of the CIP breach review procedures are in reference b.

### 4. Nunn-McCurdy Unit Cost Breaches

a. The Nunn-McCurdy Unit Cost Breach review activity is coordinated by USD(AT&L) to meet statutory review requirements in reference jj. USD(AT&L) organizes Integrated Process Teams to review the program, alternatives, cost estimates, and national security impacts. More detail on Nunn-McCurdy Unit Cost Breach procedures are in references b and e.

b. The FCBs, JCB, and JROC review the driving capability requirements, associated capability gaps, and operational risks, in order to provide assessments of the criticality of the program to satisfying capability requirements essential to national security.

### 5. MAIS Critical Change Reports

a. The MAIS Critical Change review activity is coordinated by USD(AT&L) to meet statutory review requirements in reference kk. More detail on MAIS Critical Change review procedures are in references b, e, and ll.

b. The FCBs, JCB, and JROC review the driving capability requirements, associated capability gaps, and operational risks, in order to

provide assessment of the criticality of the program to satisfying capability requirements essential to national security.

6. Capability Solutions Reaching End of Service Life. At end of life, capability solutions supporting enduring capability requirements may need to be recapitalized to prevent a capability gap related to an enduring capability requirement.

a. In cases where the previously validated capability requirements are still valid, and there are no changes to the previous KPPs, the original capability requirement document may be used by the MDA to approve recapitalization of the capabilities. Additional staffing and validation of a new capability requirement document generally are not required.

b. In cases where the previously validated capability requirements have become obsolete and/or different capabilities are to be pursued as part of the recapitalization, updated capability requirement documents are submitted for staffing and validation.

7. Assessment of Operational Utility for Rapidly Fielded Capability Solutions

a. JUON or JEON (when capability solution is fielded to the user): The original requirement sponsor will generate an assessment of operational utility for the capability solution within 6 months of initial fielding to facilitate transition, sustainment, or alternate approaches. Details of the assessment of operational utility are in reference b.

b. JEON (when capability solution is developed but not fielded to the user): If the assessment of operational utility is not practical due to capabilities not being fielded to the user, the validation authority may waive the assessment or specify alternative measures for capturing the intent of the assessment.

c. DoD Component UON: Need for an assessment of operational utility to support transition activities is at the discretion of the Sponsor.

d. Transition of any rapidly fielded capability solutions to enduring capabilities shall be supported by a CDD or CPD validated by the appropriate validation authority.

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ENCLOSURE B

REFERENCES

- a. CJCSI 5123.01G series, “Charter of the Joint Requirements Oversight Council”
- b. JCIDS Manual series, “Manual for the Operation of the Joint Capabilities Integration and Development System,” NIPRNET: <[https://www.intelink.gov/wiki/JCIDS\\_Manual](https://www.intelink.gov/wiki/JCIDS_Manual)>; SIPRNET: <[http://www.intelink.sgov.gov/wiki/JCIDS\\_Manual](http://www.intelink.sgov.gov/wiki/JCIDS_Manual)>
- c. Title 10, U.S.C., section 181, “Joint Requirements Oversight Council”
- d. DoD Directive (DoDD) 5000.01, 12 May 2003, “The Defense Acquisition System”
- e. DoD Instruction (DoDI) (Interim) 5000.02, 25 November 2013, “Operation of the Defense Acquisition System”
- f. CJCSI 8501.01 series, “Chairman of the Joint Chiefs of Staff, Combatant Commanders, and Joint Staff Participation in the Planning, Programming, Budgeting, and Execution System”
- g. DoDD 7045.14, 25 January 2013, “The Planning, Programming, Budgeting, and Execution (PPBE) Process”
- h. Air Force Policy Directive 10-6, 31 May 2006, “Capabilities-Based Planning & Requirements Development”
- i. Air Force Instruction (AFI) 10-601, 6 November 2013, “Operational Capability Requirements Development”
- j. AFI 63-114, 4 January 2011, “Quick Reaction Capability Process”
- k. Army Regulation 71-9, 28 December 2009, “Warfighting Capabilities Determination”
  - l. Marine Corps Order (MCO) 3900.15, 10 March 2008, “Marine Corps Expeditionary Force Development System (EFDS)”
  - m. MCO 3900.17, 17 October 2008, “Marine Corps Urgent Needs Process (UNP) and the Urgent Universal Need Statement (Urgent UNS)”

- n. SECNAVINST 5000.2E, 1 September 2011, "Implementation and Operation of the Defense Acquisition System and the Joint Capabilities Integration and Development System"
- o. USSOCOM Directive 71-4, 10 May 2012, "Special Operations Forces Capabilities Integration and Development System (SOFCIDS)"
- p. DJ-8 and ADNI/SRA memorandum, 31 July 2013, "Guidelines for Interaction between the Intelligence Community Capability Requirements (ICCR) Process and Joint Capabilities Integration and Development System (JCIDS)"
- q. DNI memorandum, 26 May 2010, "Intelligence Community Capability Requirements Process - Interim Guidance"
- r. Title 10, U.S.C., section 179, "Nuclear Weapons Council"
- s. KM/DS System, Version 2. On SIPRNET –  
<http://jrockmdsbpm.js.smil.mil>
- t. KM/DS Wiki. SIPRNET: <<https://www.intelink.sgov.gov/wiki/Portal>>: JROC\_KMDS\_Knowledge\_Management\_and\_Decision\_Support
- u. CJCSI 3150.25E, 20 April 2012, "Joint Lessons Learned Program"
- v. CJCSI 3500.02 series, "Universal Joint Task List (UJTL) Policy and Guidance for the Armed Forces of the United States"
- w. CJCSM 3500.04 series, "Universal Joint Task Manual"
- x. Title 10, U.S.C., section 2330, "Procurement of Contract Services: Management Structure"
- y. PDUSD(P) and DJS memorandum, 8 April 2011, "Joint Capability Area (JCA) 2010 Refinement"
- z. DoDI 3000.04, 24 September 2009, "DoD Munitions Requirements Process (MRP)"
- aa. CJCSI 3100.01B, 12 December 2008, "Joint Strategic Planning System"
- bb. CJCSI 3010.02D, 22 November 2013, "Guidance for Development and Implementation of Joint Concepts," Repository for Joint Concepts located on NIPRNET at <<http://www.dtic.mil/futurejointwarfare>>

- cc. CJCSI 3401.01E, 13 April 2010, "Joint Combat Capability Assessment"
- dd. CJCSI 3401.02B, 31 May 2011, "Force Readiness Reporting"
- ee. CJCSI 3460.01C, 9 August 2012, "Combat Support Agency Review Team Assessments"
- ff. DoDI 8260.03, 19 February 2014, "The Global Force Management Data Initiative (GFM DI)"
- gg. CJCS Manual 3130.06A, 28 March 2014, "Global Force Management Allocation Policies and Procedures"
- hh. DoDD 5000.71, 24 August 2012, "Rapid Fulfillment of Combatant Commander Urgent Operational Needs"
- ii. JROCM 104-10, 25 June 2010, "Cost Growth in Joint Requirements Oversight Council (JROC) Approved Programs"
- jj. Title 10, U.S.C., section 2433a, "Critical Cost Growth in Major Defense Acquisition Programs"
- kk. Title 10, U.S.C., section 2445c, "Major Automated Information System Programs—Reports: Quarterly Reports; Reports on Program Changes"
- ll. Defense Acquisition Guidebook. NIPRNET: <<https://dag.dau.mil>>

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## GLOSSARY

### PART I—ACRONYMS

ACCM	Alternative Compensatory Control Measure
AoA	Analysis of Alternatives
APA	Additional Performance Attribute
BES	Budget Estimate Submission
CAPE	Cost Assessment and Program Evaluation
CBA	Capabilities-Based Assessment
CCMD	Combatant Command
CDD	Capability Development Document
CGA	Capability Gap Assessment
CJCS	Chairman of the Joint Chiefs of Staff
CJCSI	Chairman of the Joint Chiefs of Staff Instruction
CML	Capability-Mission Lattice
CONOPS	concept of operations
CPA	Chairman's Program Assessment
CPD	Capability Production Document
CPR	Chairman's Program Recommendation
CRA	Chairman's Risk Assessment
CRS	Chairman's Readiness System
CSA	Combat Support Agency
DAE	Defense Acquisition Executive
DAS	Defense Acquisition System
DBS	Defense Business Systems
DCR	DOTMLPF-P Change Recommendation
DepSecDef	Deputy Secretary of Defense
DNI	Director of National Intelligence
DoD	Department of Defense
DOTMLPF-P	Doctrine, Organization, Training, materiel, Leadership Policy and Education, Personnel, Facilities, and Policy
DPG	Defense Planning Guidance
EMD	Engineering and Manufacturing Development (phase)
FCB	Functional Capabilities Board
GFM	Global Force Management
IC	Intelligence Community
ICCR	Intelligence Community Capability Requirements

ICD	Initial Capabilities Document
IPL	Integrated Priority List
J-8/DDR	Joint Staff J-8, Deputy Director for Requirements
J-8/SAPCOORD	Joint Staff J-8, Special Access Program Coordinator
JCA	Joint Capability Area
JCB	Joint Capabilities Board
JCCA	Joint Combat Capability Assessment
JCD	Joint Concept Development
JCIDS	Joint Capabilities Integration and Development System
JEON	joint emergent operational need
JIE	Joint Intelligence Estimate
JLE	Joint Logistics Estimate
JMT	Joint Mission Thread
JP	joint publication
JPE	Joint Personnel Estimate
JROC	Joint Requirements Oversight Council
JROCM	Joint Requirements Oversight Council Memorandum
JSA	Joint Strategic Assessment
JSD	Joint Staffing Designator
JSPS	Joint Strategic Planning System
JSR	Joint Strategy Review
JUON	joint urgent operational need
KM/DS	Knowledge Management/Decision Support
KPP	Key Performance Parameter
KSA	Key System Attribute
MAIS	Major Automated Information System
MDA	Milestone Decision Authority
MDAP	Major Defense Acquisition Program
MIP	Military Intelligence Program
MRP	Munitions Requirements Process
MS	Milestone
MSA	Materiel Solution Analysis (phase)
NIP	National Intelligence Program
NIPRNET	Non-Secure Internet Protocol Router Network
NMS	National Military Strategy
NNSA	National Nuclear Security Administration
NWC	Nuclear Weapons Council
O&S	Operation and Support (phase)
OA	Operational Availability
OMB	Office of Management and Budget
ORD	Operational Requirements Document

OSD OUSD(C)	Office of the Secretary of Defense Officer of the Under Secretary of Defense (Comptroller)
P&D PBR POM PPBE	Production and Deployment (phase) Program/Budget Review program objective memorandum Planning, Programming, Budgeting, and Execution
RFP	Request for Proposals
SAP SAPCO SAR SecDef SIPRNET SO-P	Special Access Program Special Access Program Control Office Special Access Required Secretary of Defense Secret Internet Protocol Router Network Special Operations-Peculiar
TMRR	Technology Maturation & Risk Reduction (phase)
UJTL UON URL USD(AT&L)	Universal Joint Task List urgent operational need uniform resource locator Under Secretary of Defense for Acquisition, Technology, and Logistics
USSOCOM	U.S. Special Operations Command
VCJCS	Vice Chairman of the Joint Chiefs of Staff
WMD	weapons of mass destruction

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## PART II—DEFINITIONS

**Note:** Unless otherwise stated, the terms and definitions contained in this glossary are for the purposes of this instruction only.

**Capability**—The ability to complete a task or execute a course of action under specified conditions and level of performance. (Upon approval of this document, this term and definition are proposed for addition to Joint Publication (JP) 1-02.)

**Capability Gap**—The inability to meet or exceed a capability requirement, resulting in an associated operational risk until closed or mitigated. The gap may be the result of no fielded capability, lack of proficiency or sufficiency in a fielded capability solution, or the need to replace a fielded capability solution to prevent a future gap. (Upon approval of this document, this term and definition are proposed for addition to JP 1-02.)

**Capability Gap Assessment (CGA)**—A deliberate assessment of the Future Years Defense Program that reviews CCMD IPLs and other issues and perspectives from the Services and other DoD Components, relative to fielded materiel and non-materiel capability solutions, and development efforts that may already be underway to address capability gaps.

**Capability Need**—See “Capability Requirement.”

**Capability Requirement**—A capability required to meet an organization’s roles, functions, and missions in current or future operations. To the greatest extent possible, capability requirements are described in relation to tasks, standards, and conditions in accordance with the Universal Joint Task List or equivalent DoD Component Task List. If a capability requirement is not satisfied by a capability solution, then there is also an associated capability gap. A requirement is considered to be “draft” or “proposed” until validated by the appropriate authority. (Upon approval of this document, this term and definition are proposed for addition to JP 1-02.)

**Capability Requirement Document**—Any document used to articulate either deliberate or urgent/emergent capability requirements and associated information pertinent to review and validation.

**Capability Solution**—A materiel solution or non-materiel solution to satisfy one or more capability requirements and reduce or eliminate one or more capability gaps. (Upon approval of this document, this term and definition are proposed for addition to JP 1-02.)

Contingency Operation—A military operation that (a) is designated by the Secretary of Defense as an operation in which members of the Armed Forces are or may become involved in military actions, operations, or hostilities against an enemy of the United States or against an opposing military force; or (b) results in the call or order to, or retention on, active duty of members of the Uniformed Services under section 688, 12301(a), 12302, 12304, 12304a, 12305, or 12406 of [title 10], chapter 15 of [title 10], section 712 of title 14, or any other provision of law during a war or during a national emergency declared by the President or Congress. (Source: 10 U.S.C. 101.)

Core Mission Area—DoD core mission areas identified under the most recent Quadrennial Roles and Missions review are: Homeland Defense and Civil Support (HD/CS); Deterrence Operations; Major Combat Operations (MCOs); Irregular Warfare; Military Support to Stabilization Security, Transition, and Reconstruction Operations; and Military Contribution to Cooperative Security. (Source: 2009 Quadrennial Roles and Missions Review Report.)

Document Sponsor—The organization submitting a capability requirement document. Solution sponsors for successor documents—Capability Development Documents (CDDs), Capability Production Documents (CPDs), and Joint DOTMLPF-P Change Recommendations (Joint DCRs)—may be different than the Requirement Sponsors for initial documents—Initial Capabilities Documents (ICDs), urgent operational needs (UONs), joint UONs (JUONs), and joint emergent operational needs (JEONs). Different Sponsors for requirements and solutions can occur when the initial document Sponsor does not have acquisition authority and a different organization is designated to develop and field a capability solution, or when one Sponsor elects to leverage a previously validated document generated by a different Sponsor.

DoD Components—OSD, the Military Departments, the Chairman of the Joint Chiefs of Staff, the CCMDs, the Office of the Inspector General of the Department of Defense, the Department of Defense Agencies, field activities, and all other organizational entities in the Department of Defense.

Gap—See “Capability Gap.”

Integrated Priority List—A list of a Combatant Commander’s highest priority requirements, prioritized across Service and functional lines, defining shortfalls in key programs that, in the judgment of the Combatant Commander, adversely affect the capability of the Combatant Commander’s forces to accomplish their assigned mission. Also called IPL. (JP 1-02. Source: JP 1-04.)

Joint—Connote activities, operations, organizations, etc., in which elements of two or more Military Departments participate. (JP 1-02. Source: JP 1.)

*Note that this definition of “joint” is applicable to requirement documents and capability solutions that apply to more than one DoD Component. See “joint military requirement” for the definition applicable to title 10 JROC responsibilities.*

Joint Emergent Operational Need (JEON)—UONs that are identified by a CCMD, CJCS, or VCJCS as inherently joint and impacting an anticipated contingency operation. (Upon approval of this document, this term and definition are proposed for addition to JP 1-02.)

Joint Military Requirement—A capability necessary to fulfill or prevent a gap in a core mission area of the Department of Defense. (Source: 10 U.S.C. 181.)

*Note that the title 10 responsibilities of the JROC over “joint military requirements” include both joint requirements and single DoD Component requirements that make up the entirety of the capabilities of the Joint Force and enable the DoD core mission areas.*

Joint Urgent Operational Need (JUON)—UONs that are identified by a CCMD, CJCS, or VCJCS as inherently joint and impacting an ongoing contingency operation. (Upon approval of this document, this term and definition are proposed for addition to JP 1-02.)

Materiel (Capability Solution)—All items (including ships, tanks, self-propelled weapons, aircraft, etc., and related spares, repair parts, and support equipment, but excluding real property, installations, and utilities) necessary to equip, operate, maintain, and support military activities without distinction as to its application for administrative or combat purposes. See also equipment; personal property. (JP 1-02. Source: JP 4-0.)

Need—See “Capability Requirement.”

Non-Materiel (Capability Solution)—Changes to doctrine, organization, training, (previously fielded) materiel, leadership and education, personnel, facilities, and/or policy, implemented to satisfy one or more capability requirements (or needs) and reduce or eliminate one or more capability gaps, without the need to develop or purchase new materiel capability solutions. (Upon approval of this document, this term and definition are proposed for addition to JP 1-02.)

Rapid Acquisition—A streamlined and tightly integrated iterative approach, acting upon validated urgent or emergent capability requirements, to: conduct analysis and evaluate alternatives and identify preferred solutions; develop and approve acquisition documents; contract using all available statutory and regulatory authorities and waivers and deviations of such, appropriate to the situation; identify and minimize technical development, integration, and

manufacturing risks; and rapidly produce and deliver required capabilities. (Upon approval of this document, this term and definition are proposed for addition to JP 1-02.)

Requirement—See “Capability Requirement.”

Requirement Sponsor—See “Document Sponsor.”

Solution—See “Capability Solution.”

Solution Sponsor—See “Document Sponsor.”

Sponsor—See “Document Sponsor.”

Threat—The sum of the potential strengths, capabilities, and strategic objectives of any adversary that can limit or negate mission accomplishment or reduce force, system, or equipment effectiveness. It does not include (a) natural or environmental factors affecting the ability or the system to function or support mission accomplishment; (b) mechanical or component failure affecting mission accomplishment unless caused by adversary action; or (c) program issues related to budgeting, restructuring, or cancellation of a program. (Upon approval of this document, this term and definition are proposed for addition to JP 1-02.)

Urgent Operational Need (UON)—Capability requirements identified as impacting an ongoing or anticipated contingency operation. If left unfulfilled, UONs result in capability gaps potentially resulting in loss of life or critical mission failure. When validated by a single DoD Component, these are known as DoD Component UONs. DoD Components, in their own terminology, may use a different name for a UON. (Upon approval of this document, this term and definition are proposed for addition to JP 1-02)

Validation—The review and approval of capability requirement documents by a designated validation authority. The JROC is the ultimate validation authority for capability requirements unless otherwise delegated to a subordinate board or to a designated validation authority in a Service, CCMD, or other DoD Component. (Upon approval of this document, this term and definition are proposed for addition to JP 1-02.)